

A VIEW TO THE FUTURE

A Comprehensive Historic Preservation Plan for Idaho

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**State Historic Preservation Office
Idaho State Historical Society
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IDAHO STATE HISTORICAL SOCIETY

Mission statement

To educate through the identification, preservation, and interpretation of Idaho's cultural heritage.

Vision statement of purpose

The Idaho State Historical Society (ISHS) acts on behalf of the citizens of the state to facilitate and assure the protection of Idaho's cultural heritage. The ISHS maintains access to documents, artifacts, and sites that can be used by the public for their benefit and appreciation. The ISHS maintains historic and prehistoric resources. Access to these resources is provided through public outreach, publications, technical assistance, exhibits, and the encouragement of local, state and regional efforts to preserve history. The ISHS undertakes and promotes these activities through its goals and policies in accordance with the powers and duties assigned to it.

State Historic Preservation Office

The Idaho State Historic Preservation Office (SHPO) was established under the auspices of the National Historic Preservation Act of 1966. A division of the Idaho State Historical Society, the SHPO is the lead historic preservation agency in Idaho and undertakes identification, evaluation, recognition, and protection of Idaho's historic resources.

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1. INTRODUCTION

As the Gem State moves into the 21st Century, many decisions are being made in both the public and private sectors which affect our historic resources. Government is being redefined, population is growing, and economic forces are challenging some traditional industries and greatly expanding others.

Idaho's heritage is reflected not only in the history books and museums, but also in the architecture of our buildings, the sites of significant historic events, and the archaeological record of early peoples. Historic significance is not only defined as that of importance to the United States or to Idaho, but also at the local level of county, city, Native American tribal groups, and community. It is a heritage we all share.

This plan is an attempt to articulate a long-range vision for identifying, evaluating, formally recognizing, and protecting Idaho's historic places. No single entity, whether public or private, can do all that needs to be done. It is hoped that this plan will provide a general framework and coordination tool to assist property owners, private developers, government agencies, or anyone involved in decision-making that could affect our historic resources. Our history was made by the people of the past; it belongs to the people of the future. It is our responsibility to ensure that our actions here in the present build the bridge to link the two.

2. THE STATE HISTORIC PRESERVATION OFFICE

An Overview of Functions and Programs

The State Historic Preservation Office (SHPO), a division of the Idaho State Historical Society (ISHS), is the lead historic preservation agency in Idaho. Established in 1966, the SHPO undertakes a wide variety of activities. In general terms, historic preservation involves four major aspects:

Identification is the process of finding and recording what cultural resources remain. Identification consists of recording sites either informally through accidental discovery, or by a formal systematic activity such as reconnaissance- or intensive-level survey. It would also include preliminary testing and investigation of archaeological sites to determine boundaries and the presence or absence of subsurface material. Integrally linked to the identification phase is documenting the resource in a manner sufficient to locate the site, providing an accurate description, documenting with photos, drawings, or other methods as appropriate, establishing a date or time period for the site, and identifying other character-defining aspects.

Evaluation is the next step. Through research and professional expertise and knowledge, sites are evaluated against established criteria in order to determine their significance to our history. Significance may be based on the rarity of the resource, the ability to convey an important aspect of our history, the

association with significant events or people, or the potential of the resource to provide information not normally attainable through other documented sources. Evaluating the importance of a site can be done on a national, state, regional, or local scale. An important aspect of evaluation is defining the appropriate historic context in which to judge the significance of a resource.

Registration of historic sites is a method to formally recognize historic resources and to help educate the public about history. At the federal level, the National Register of Historic Places recognizes that the listed properties are worth preserving, and documents properties at the national, state, and local levels. States, counties, cities, and tribes may also establish formal registration programs through legislation or ordinances. In many cases, local designation of historic sites may include some form of protective aspects to help preserve the property. In addition, formal registration also assists in documenting the property's history in order to facilitate its interpretation for the public.

Treatment of cultural resources entails a very broad spectrum of activities and options which can be considered. Documentation of the site through photographs, historical summaries, and drawings may be appropriate for some sites, but others may warrant a higher degree of intervention. Other types of treatment strategies may include stabilization, restoration, rehabilitation, or excavation of archaeological sites. Factors which should be considered in designing appropriate treatment strategies include the relative significance of the site, cost and ability to carry through an appropriate treatment, and potential for future use and options. It should be noted in this sense that the term "historic preservation" may simply involve the preservation of the information a resource may possess.

In order to achieve the broad functions described above, State Historic Preservation Office activities fall under one or more of the following major programs:

NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places is the official listing of cultural resources that are significant to our nation's history and that are worthy of preservation. It includes districts, sites, buildings, structures, and objects significant to our history, architecture, archaeology, engineering, and culture. Resources may be of national, state, or local significance. Listing a property in the National Register does not affect private property ownership rights.

The Idaho SHPO administers the National Register program for the state. This includes nominating properties for listing, processing nominations, and assisting owners in preparing the nominations. Currently there are over 900 different National Register listings in Idaho ranging from individual sites to large districts containing hundreds of buildings or archaeological sites. The total number of properties listed in Idaho is approximately 7,000.

SURVEY AND INVENTORY

Before a property can be evaluated as significant or not, it must be identified. The purpose of an organized historic resources survey and inventory effort is to find and document those properties in a systematic fashion. The Idaho Historic Sites Inventory currently includes over 30,000 properties, documented with site forms and with their locations delineated on U.S.G.S. topographic maps. The archaeological inventory contains equivalent information on approximately 38,000 sites. An important ongoing effort is to computerize the files so that the data base is more efficient and more usable by researchers.

An adjunct of the Historic Preservation program is the Archaeological Survey of Idaho (ASI), an entity created by the state legislature in 1991 to promote the documentation, preservation, and interpretation of the prehistory and early history of Idaho as recovered from archaeological deposits. In conjunction with the SHPO office, the ASI maintains the archaeological site and survey inventories. It also administers a program for long-term curation of archaeological collections from Idaho.

REVIEW AND COMPLIANCE

Section 106 of the National Historic Preservation Act of 1966, as amended, establishes specific responsibilities for all federal agencies which fund, license, approve, or otherwise are involved in projects which may affect the nation's historic resources. Known as "review and compliance," the Section 106 process is one of consultation and is the primary mechanism by which states and tribes have a formal method of influencing federal agency decision-making regarding historic sites within their jurisdiction. In effect, the law prevents federal agencies from harming a state's historic resources without the state's having a formal input to the process. This results in an important planning function by encouraging federal agencies to consider the impacts of their project on historic resources early in the planning stages of a project. The Idaho SHPO reviews approximately 2,500 federal projects per year, and the number of project reviews is increasing annually.

PLANNING

Planning is a management tool that uses limited resources in order to achieve certain objectives. The Planning program activity is comprised of many broad aspects including the development of the statewide comprehensive historic preservation plan, historic context definition and development, specific cultural resource management planning, and gathering and analyzing information about historic resources in order to identify and define priorities. Preservation planning is an on-going activity subject to continuous modification and input and is closely related to all other program areas.

TAX INCENTIVES

One of the most effective incentives to private sector investment in historic preservation projects is the federal investment tax credit program for rehabilitating certain historic buildings. Owners who undertake substantial rehabilitation projects on income-producing historic buildings which meet accepted preservation standards, can claim 20 percent of their rehabilitation costs as investment tax credits to be applied to their federal income tax liability. This program has successfully preserved hundreds of significant buildings throughout the nation, including over 70 in Idaho in the past two decades.

DEVELOPMENT/ACQUISITION

An important aspect of the national program is the availability of modest matching grants for buying and rehabilitating historic properties. Idaho's Certified Local Governments have often taken advantage of this program by using the funds to prepare architectural plans for specific rehabilitation projects as well as for roof repairs, painting, and stabilization projects on historic buildings.

CERTIFIED LOCAL GOVERNMENTS

For over a decade the Certified Local Government (CLG) program has provided a means by which cities and counties can participate formally in the national historic preservation programs. By establishing a local historic preservation commission and meeting certain minimum requirements, Idaho's cities and counties become eligible for matching grants which they may use for a wide variety of historic preservation-related activities. Typical projects, identified as important at the local level, include conducting surveys to identify historic resources, publishing brochures, posters, and walking tours, conducting preservation workshops for building owners, preparing nominations to the National Register, preparing architectural plans and specifications for historic building rehabilitation projects, and many other activities. As of 2001, 27 of Idaho's cities and counties have been certified under this program.

Aside from the major formal programs described above, the SHPO conducts several on-going activities which touch on virtually every aspect of the program:

PUBLIC EDUCATION

Intertwined among all of the above programs is the continuing effort to educate the public and private sectors in historic preservation. Workshops, lectures, training sessions for specific audiences and constituent groups, and publications are a constant effort and continuing priority for SHPO activities.

TECHNICAL ASSISTANCE

Closely related to public education efforts, one of the SHPO's primary responsibilities is to provide technical assistance regarding historic preservation matters to its many different constituencies. A continuing effort is made to maintain current information on preservation techniques, options, and alternatives. Assistance is provided to federal and state agencies, tribes, local governments, private building owners, project developers, consultants, and a wide range of other entities interested in or affecting the state's historic resources.

3. IDAHO'S CULTURAL RESOURCES AND THE TRENDS AFFECTING THEM

A. CURRENT CONDITIONS

Many of the state's historic sites have been preserved through private sector efforts, public agency action, and other means. The extraordinary historic sites associated with the Nez Perce campaign of 1877, the City of Rocks, the state Capitol, the old U.S. Assay Office, Cataldo Mission, and other sites of major significance have been preserved through various mechanisms for future generations.

On the other hand, other major historic resources continue to be threatened by various impacts. The Idaho National Engineering and Environmental Laboratory (INEEL), a complex of major national and international significance, is a working facility in need of continuous modifications to suit its changing requirements. Archaeological sites throughout the state are occasionally the victims of unplanned, insensitive destruction or outright deliberate vandalism. Bridges of unusual engineering merit are replaced on a routine basis in order to upgrade highway networks. Buildings are modified to the extent that they lose their significant architectural characteristics or they are demolished altogether for a wide range of reasons, some of them avoidable.

As of 2001, Idaho has over 900 listings in the National Register which encompass over 7,000 resources. The area of significance most often cited in the nominations, by far, is Architecture; over 75% of the listed properties include architectural significance as a reason for their historic importance. This percentage is extremely close to the national average and reflects the emphasis on building design early in the National Register program. Overall, Idaho's listed resources are remarkably similar to national averages. The other areas of significance for those Idaho properties already listed are Culture and Society, Commerce, Politics/Government, and Exploration/Settlement.

Underrepresented resources are those properties which are significant in the fields of Industry, Transportation, and Engineering. In terms of listed resources, archaeological sites in Idaho, both prehistoric and historic, are underrepresented by national comparison; however, it should be recognized that most listed Idaho archaeological sites are accounted for in large districts. The Camas/Pole Creek archaeological district, for example, includes over 450 different contributing sites.

In terms of geographic representation, the northern portion of the state claims about one-fourth of the National Register listings, the southwest about one-half, and the southeast about one-fourth. These statistics reflect many factors -- as the population center, for example, the southwest has the largest concentration of buildings, and since the emphasis in the early years of the register program was on architecture, it is not surprising that the region is so represented.

In general, it can be said that the major population centers tend to have more sites listed in the Register than do rural areas because of the larger pool of resources. Another aspect reflected here is that urban surveys and registration has been more efficient and fiscally more achievable than large rural studies; the latter tend to be more expensive to conduct and generally have far fewer eligible properties (in terms of raw numbers). It is clear that our long-range planning efforts need to increase survey and registration of resources in rural areas of the state.

The 1992 amendments to the National Historic Preservation Act (Section 101(d)) provide for the formal establishment of tribal historic preservation programs. With this development and with increasing tribal involvement in federal preservation programs, agencies and the state are becoming more attuned to historic resources of tribal significance and to tribal concerns about the management and treatment of such properties.

One of the primary responsibilities of the Idaho SHPO is to conduct and maintain a survey and inventory of cultural resources throughout the state. Generally, the bulk of the inventory (both archaeological and historic) has resulted from Section 106 compliance activity involving federal projects, or from survey efforts on the part of the state office, tribes, and local groups. This activity has taken place over the past two decades and has resulted in a rich inventory of sites.

While much of the state has been covered in geographic terms, and many specialized surveys have been conducted (such as lava rock architecture in south-central Idaho), there are numerous aspects to the survey/inventory which need to be addressed in the coming years. Many of the surveys were conducted many years ago -- this means that their relevance today may be of limited use. Similarly, many of the architectural/historical surveys were of a very specialized nature which (deliberately and correctly) ignored other potential sites not fitting into that focused category.

Full and comprehensive surveys of rural areas for all potential historic sites are rare. In the case of archaeological surveys, again many of the works are relatively old, and were specialized for a particular project. Consequently, while the records indicate that a specific area may have been surveyed for archaeological resources, the information may need to be reexamined before definitive conclusions are made.

Internal SHPO programmatic needs regarding the inventory will be addressed in the coming years, particularly the computerization of the architecture/history inventory and the cross-referencing of historic resources documented in the archaeological site records with the architecture/history inventory.

Both of these are long-term efforts of extremely high priority.

B. TRENDS AND IMPACTS AFFECTING IDAHO'S HISTORIC RESOURCES

Population

Idaho's population stood at approximately 1,294,000 in 2000, an increase of about 28% since 1990. This relatively strong growth rate can be expected to have several potential impacts to the state's historic resources.

Increased demand for housing, new commercial construction, transportation network improvements, and other impacts will put pressure on the existing building stock in several ways. Old, and historic, buildings may be under-recognized for their rehabilitation potential and be subject to demolition. Likewise, undeveloped rural areas around metropolitan centers may face the loss of historic farm buildings to accommodate growth.

Recreation and tourism demands will also likely increase with growing population. Many surveys throughout the country consistently show that historic sites are among the most popular destinations for vacation travelers. As such, Idaho's communities should be aware of this potential and the role their historic properties can play in boosting the local economy.

Economic Environment

Idaho has recently enjoyed a healthy and growing economy. As with the nation, however, economic trends are cyclical and there will always be periods of growth, stagnation, and decline. Each of these could have an impact on the state's historic resources. Growth may add pressure to demolish the small historic building to make way for the large new building. New ground disturbances may affect archaeological sites. Economic stagnation may cause deferred maintenance of existing buildings. Economic decline may cause outright abandonment of structures.

Another factor in Idaho's economic environment is the relatively large number of communities with single-industry economies. The mill town, the farming community, the resort area -- each would tend to be more adversely affected by boom-and-bust cycles than would those communities with more economic diversification.

As urban areas continue to grow, surrounding rural areas will face more pressure as they are absorbed. As such, farms and ranches will tend to lose historic agricultural buildings, historic landscapes, and archaeological sites as the fields make way for suburbs.

Political Environment

Idaho is a politically conservative state, and this trend is expected to continue. In general, government at all levels appears to be in a period of transition and redefinition. In all likelihood this will take the form of less direct government involvement. This may or may not affect historic resources directly, but there would be many indirect impacts. In this context, if historic sites are to be saved, the burden will fall more and more on private sector initiative.

On the national scale, it is expected that federal government programs which affect historic resources will probably decline for the near term. Direct involvement in the form of historic preservation grants, community development funding, and other programs may face declining funding levels. At the same time, however, there appears to be a shift toward granting states more autonomy and flexibility with some federally funded programs.

C. OTHER OBSERVATIONS

Forecasting the future is haphazard at best. Nonetheless, we feel confident that given the past trends and indications, some conclusions can be made with respect to Idaho's historic resources and the impacts facing them in the near term.

With government downsizing, particularly at the federal and state levels, we can be fairly certain that direct funding sources to preserve historic sites and to conduct other preservation activities will tend to decline. This will necessitate a more creative approach to identifying historic sites through survey, and probably greater reliance on private sector involvement.

Idaho cities and counties are authorized by the state legislature to enact local historic preservation ordinances and design review controls for their designated historic districts. In addition to this option, other mechanisms will need to be emphasized such as providing incentives to property owners for preserving sites and increasing education efforts by the SHPO and other agencies.

Transportation changes continue to have the potential to affect historic sites in several ways. A growing trend in railroad abandonments in Idaho will threaten bridges, depots, auxiliary buildings, and possibly archaeological sites such as construction camps. Highway widening projects, major new road construction, and bridge replacements and upgrades also are likely to threaten historic resources. An increased awareness of sites and willingness of other agencies to plan for protecting those sites will be of great importance in the coming years.

Other impacts to historic resources include increased interest in weatherization and energy conservation programs which may affect building design, particularly window retrofits; handicap accessibility requirements and their potential to affect buildings; the abandonment or major upgrades of historic

school buildings and other public structures; and reforms in Forest Service and Bureau of Land Management responsibilities which may impact archaeological sites.

D. PRIORITIES FOR HISTORIC PRESERVATION ACTIVITIES

By analyzing existing information, SHPO staff input, and tribal and public interest and comments, the following general and specific suggestions for historic preservation have been identified over the past several years as priorities. Idaho SHPO will pursue these priorities to the greatest extent possible in conjunction with the goals and objectives outlined in Section 9. Other individuals, groups, and agencies are strongly encouraged to consider these priorities when undertaking their own programs or activities.

In addition to encouraging identification/evaluation/registration/treatment of locally significant cultural resources, continue efforts to identify sites of national and statewide significance.

- Prehistoric Archaeological Sites:
 - Continue to encourage the establishment of baseline data for cultural chronologies in the various regions of the state.
 - Conduct systematic sample surveys of understudied regions.
 - Re-record and evaluate sites recorded prior to the mid-1970s.
 - Consult with tribes to identify sites of traditional importance.
 - Continue survey of geographic regions underrepresented in the historic/archaeological sites inventories.
 - Identify and target for immediate action significant historic sites which are facing imminent threat.
 - Identify, evaluate, and nominate property types (both historic and archaeological) that are underrepresented in the inventory and register.

Specific suggestions:

- Native American traditional cultural sites
- engineering structures (highway/railroad bridges)
- automobile history sites
- historic/cultural landscapes
- mining industry sites
- timber industry sites
- World War II sites (military and civilian)
- “modern” architecture

Development of broad state- and region-wide context studies and overviews for major historic themes

- Specific suggestions:
 - tribal histories
 - mining industry
 - timber industry
 - irrigation networks
 - agricultural history
 - Idaho National Engineering and Environmental Laboratory
 - transportation history

Increase nominations of already identified properties in the north and southeast portions of the state; continue surveys in these regions.

Identify and evaluate properties under state ownership which may qualify as historic resources; work with appropriate state agencies to develop resource management plans for such sites.

4. DEVELOPMENT AND IMPLEMENTATION OF THE COMPREHENSIVE PLAN

PAST PLANNING EFFORTS

Since the inception of the Idaho State Historic Preservation Office in the late 1960s, planning for the preservation of historic sites has always been a priority. In the early years, with meager to non-existent financial resources and minimal staffing, there was virtually no systematic method of surveying the state. As a result, planning concentrated on building a foundation for future program activities.

Early National Park Service standards, on which initial statewide planning was based, required a plan consisting of several distinct, yet interrelated, program elements: archaeological and historic sites survey and inventory, the development of study units for both archaeology and history, the National Register program, and others. All of these, including continuous public input by means of public meetings, notifications, and solicitations as well as input from professionals in the field, provided critical feedback into the process. Thus, a foundation was laid to identify specific needs in terms of programs and projects. Tying them all together was the annual workplan, an activity schedule which outlined specific projects which the SHPO conducted each year.

Beginning in the early 1980s, increasing emphasis on the need for contextual information gave rise to formalizing both archaeological and historic study units, geographically based, which essentially subdivide the state into discernable and more manageable regions for some informational purposes. Information gathered for these units range greatly from very detailed studies including extensive survey and inventory data to minimally documented studies giving only a basic outline of information but serving as a good guide for further research.

As the planning process evolved further, it was recognized that thematic context studies were becoming more and more necessary, particularly when accurate evaluation of potential historic sites requires broader-based studies looking at similar property types. Thus, for example, architectural styles in agricultural buildings not only could be studied in their geographic locale but also could be compared to similar properties statewide. In addition, thematic context studies can often provide more insight to particular property types (and the impacts on them) than a more narrowly focused geographic approach. The thematic and geographical context approaches, along with continuing study of inventory data and the impacts on historic resources, helped lend a more coordinated direction for identifying needed historic preservation activities.

Now, the planning process has evolved to a point where it must take on new responsibilities to meet new needs. With National Park Service guidelines, an increasing data base of information, technological advances in manipulating that data, and the pressures of decreasing staff and funding, it has become necessary to provide an overall concise State Plan which will serve not only the SHPO but also, whenever possible, other public and private entities which may have an impact on the state's historic sites. The need for efficiency and coordination is essential.

As the lead historic preservation entity in the state, the SHPO is the most closely attuned to the broader factors affecting our historic resources on a statewide scale. The planning process, however, is a continuous endeavor and involves a wide variety of aspects.

Among the many resources examined in developing the State Plan are:

- 1.) Section 106 compliance patterns. Federal agency undertakings in Idaho are monitored for increases/decreases in activity; types of activities routinely undertaken; property types which are being affected to greater degrees; geographic areas which are most affected.
- 2.) National Register listings and in-progress nominations. The National Register list is periodically examined to determine outdated nomination documentation, underrepresented geographic regions, and underrepresented property types. Input from the Idaho Historic Sites Review Board, the general public, and other entities are factored in for future nomination efforts.
- 3.) Survey and inventory. Archaeological and historic sites survey information is reviewed and analyzed so that property types and geographic areas which may be underrepresented are identified. The need for updating older or obsolete surveys is also identified and fed into the planning process for future possible activities.
- 4.) Historic context studies and their development. As context studies are prepared, whether instigated by SHPO or received by outside entities, data needs and priorities are factored into the overall planning process.

5.) Public input and requests. Solicited and unsolicited public input from a wide constituency helps identify topics of interest and concern which are factored into the overall Plan.

6.) Programmatic input and effects. Existing SHPO programs such as Certified Local Governments, federal tax incentives, and subgrants provide important information which is addressed in long-range planning efforts as well as annual workplan development.

Information gathered from the above and other sources are analyzed, needs determined, and programs devised which will hopefully address those needs. Delineated as specific activities in the annual workplan, steps to meet the Plan's long-term objectives are developed. Continuous monitoring and feedback into the planning process helps eliminate or modify ineffective activities, gives guidance and insight to further work, and ensures that the state Plan remains current.

IMPLEMENTATION

Implementation of the state's comprehensive historic preservation plan is accomplished through a variety of mechanisms. One of the most important is the annual workplan developed by the SHPO every fiscal year as part of the National Park Service grant application. Specific projects are determined based on the objectives in the State Plan, critical issues and needs identified during previous years, staff and public input and priorities, threatened properties, and available funding.

Among the more significant participants are the state's Certified Local Governments. Many activities which are now beyond the reach of SHPO programs have been instituted by the CLGs. Significant increases in survey and inventory have been the result of CLG projects. In addition, because some of the most effective historic preservation efforts are conducted at the local level, CLGs will continue to have a critical role in implementing and achieving the Plan's long-term goals.

Other state agencies, federal agencies, tribes, city and county government, and private sector constituencies are becoming more and more critical as implementing agents for historic preservation activities. For this reason, SHPO will continue concerted efforts in working with this broad constituency to help coordinate programs and planning priorities which may affect important resources.

PUBLIC PARTICIPATION

Public participation in the planning process is an ongoing effort. Important input is received on a regular basis from tribal consultations and meetings of the Idaho Association of Professional Archaeologists and the Idaho Archaeological Society. The ISHS Board of Trustees as well as the Idaho Historic Sites Review Board play critical roles in helping to identify short- and long-term needs and priorities. Certified Local Governments are regularly solicited for their planning ideas through newsletters,

correspondence, and workshops. The general public is given many opportunities for participating in developing both the State Plan and the annual workplan through public meetings, notices in regional newspapers, and the ISHS quarterly newsletter. Minority group organizations and handicap organizations are notified of annual workplan development and are invited on a regular basis for input to the comprehensive State Plan.

SCHEDULE FOR REVIEW/REVISION

A careful and continuous review of the 1998 Plan has occurred during the past years in which it has been in effect. Among the many avenues of public input have been: distribution and solicitation of comments/suggestions at meetings of the Idaho State Historical Society Board of Trustees, Idaho Historic Sites Review Board, annual meetings of the Certified Local Governments, Idaho Advisory Council of Professional Archaeologists, Idaho Archaeological Society, and others. In addition, during other specialized workshops held around the state, such as National Register and Tax Act sessions, the public has been presented with the Plan and asked for comments. Further, a regular column in the Society's publication, Mountain Light, actively encourages additional public input to the Plan and the overall SHPO planning process including goals and priorities as well as suggestions for special projects. All suggestions, from both the public and private sectors, as well as SHPO staff recommendations, have been reviewed and incorporated into the 2002 version of the Plan as appropriate. Overall, it must be said that changes from the original 1998 Plan have been minimal. It is felt that the Plan has held relevancy very well in the past few years and no major alterations were necessary aside from some reorganization and updating of statistics.

To ensure a further regular review process, the following schedule has been established for the 2002 version of the Plan to solicit public comments:

Idaho Historic Sites Review Board meetings	semi-annually, spring/fall
ISHS Board of Trustees meetings	Quarterly as appropriate
Statewide CLG conference	Annually
IACPA/IAS meetings	Annually as appropriate
other special planning meetings	To be scheduled if warranted

In addition, continuous review of the state Plan will be conducted by SHPO staff with a major review to be conducted in 2007. Regular solicitation of comments and suggestions will continue with Mountain Light publications for general ISHS membership, regular contact with Preservation Idaho, the statewide non-profit organization, and other private entities and public agencies as appropriate.

5. HISTORIC CONTEXTS: A Component of Historic Preservation Planning

The following discussion describes the purpose of historic contexts, their principal elements, and the minimum documentation necessary for a context study to be considered fully developed. These aspects are based on National Park Service requirements and are consistent with the Secretary of the Interior's Standards for Historic Preservation Planning.

Historic contexts are one of the most significant components of the overall historic preservation planning process. A "context," in this sense, is a body of knowledge in the form of one or more written documents which is defined by (a) a specific theme or topic, (b) a specific time period, and (c) a specific geographic area. Any of the three principal parameters of a given context may be emphasized; for example, the primary focus of a context may be on a historic theme or activity such as the fur trade or art deco architecture. It may, as well, concentrate on a geographic region and encompass all of the primary historic themes appropriate for that area such as exploration and settlement, economic development, architecture, and so forth. Geographic boundaries may be defined by political bounds such as individual counties or may be identifiable cultural regions such as "the Palouse" which would overlap county (and in this example, state) boundaries.

For purposes of the following discussion, several basic definitions and assumptions are made. A context is essentially a body of knowledge with which one can identify and evaluate the significance of one or more historic resources. A context study is a written document or combination of documents which outlines, defines, and organizes the information about a context to put it into a useful form. All contexts and context studies are resource-based; that is, they must relate to identifiable prehistoric or historic sites. Contexts, therefore, play an essential role in the National Register of Historic Places programs.

COMPONENTS OF A HISTORIC CONTEXT

In order to meet the National Park Service's definition of a fully-developed context, the context document or study must include at a minimum all of the following elements:

A. Context Statement and Narrative

The Context Statement is the basic definition of the context being studied. It establishes the theme or topic being investigated, the time period, and the geographical limits. The discussion should be complete enough that the reader or user of the context has a clearly defined image of the context's purpose.

The Narrative is a historic overview of the topic. In a sense it is a brief history of the subject including the major events, persons, movements, and so forth which characterize the topic. The reader of the

narrative should come away with a solid understanding of the history, within the obvious limits of its brevity. The Narrative need not, and probably should not, be a definitive scholarly history of the topic; the intent is to provide a balanced summary which would give the lay or professional reader a ready understanding of the context under study. It is assumed that anyone searching for in-depth historical information would need to look further, but the context narrative should provide a basic framework from which to pursue other historic- and site-related activities. As a general rule, the Narrative should provide sufficient documentation to serve as the basis for any National Register of Historic Places nomination(s) contemplated for the context.

B. Definition of Property Types

One of the essential purposes of context studies is to identify what types of historic properties reflect the history being studied. For example, for a railroad transportation theme, different property types would include depots, roundhouses, bridges, tunnels, support facilities, construction camps, and so forth. Likewise, an agriculture theme may include farmsteads (subcategorized with houses, barns, other outbuildings), grain elevators, irrigation networks, and so on.

C. Distribution/Locational Information

This discussion should address where the identified property types can be expected to occur, and where properties are actually known to exist. In some cases, this can be considered a form of predictive modeling in that certain characteristics of properties may indicate where such properties may be found (or, conversely, not found).

D. Integrity Thresholds/Condition

In order to reflect accurately the historic context, properties must possess a degree of physical integrity appropriate for the resource and history being studied. For example, alterations that have occurred to a property over time, and thus have compromised its ability to convey its associative characteristics, may have also compromised its eligibility for the National Register. This section should discuss the appropriate National Register integrity criteria of location, design, setting, materials, workmanship, feeling, and association particular to each property type. This is also the appropriate place to discuss the relative physical condition of properties.

E. Evaluation Criteria

For each property type, evaluation criteria must be established which clearly define the basis for which a property may be deemed significant or not significant. The four National Register criteria should be used and expanded upon for that particular property type or types: (A) Association with events that

have made a significant contribution to the broad patterns of our history; (B) association with the lives of persons significant in our past; (C) embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; (D) have yielded, or may be likely to yield, information important to our prehistory or history. Properties may meet one or more of the four major criteria.

F. Impacts/Needs Assessment

Activities and aspects of the natural and cultural environment that may have an impact on property types should be analyzed and discussed. Changes in land use patterns, development pressures, technological changes which render some properties obsolete, or physical attributes are examples of activities that may threaten historic properties. In addition, information gaps discovered while developing the context should be included as well as possible future research questions and additional topics for further study.

G. Goals/Objectives

This section consists of specific goals and objectives developed to delineate treatment strategies for the property types identified in the context. Goals are defined as statements of preferred preservation activities needed, and objectives are more specific actions directed to achieving particular goals. Goals should set forth direction for how the context properties can be further identified, evaluated, registered, and treated. Included in this section would also be Objectives which address known data gaps and research questions to guide future work. Whenever possible, goals and objectives should be assigned some measure of relative priority. In this way, a coherent direction for program activities can be established. Further, they can be linked to a broader and more comprehensive planning process in a more coordinated manner.

H. Bibliography

Sources used in compiling the context study should be cited in a bibliography. Also included should be other sources useful for further study of the individual context.

LIMITATIONS OF HISTORIC CONTEXTS

Although historic contexts are a cornerstone of effective historic preservation planning, it should be recognized that they do have some inherent limitations.

In one sense, a fully developed context study can be considered a historic preservation plan for that particular context. By defining the context, identifying and discussing property types, assessing the threats to the resources, assessing the needs of the topic, and establishing specific goals and objectives, the context study is a plan. One inherent difficulty that arises in this particular approach is at the evaluation for significance stage. Within a given context, a property can be evaluated for its historic significance. It is important to remember that the level of significance (and its ensuing relative priority for preservation treatments) is tied only to that particular context. A property may also be significant in another unrelated context which has not yet been fully examined. For example, a thematic context prepared for the history of a particular architectural firm may identify a particular building as being a relatively modest example of their work and therefore of relatively low priority. Yet that same building may be of primary significance in another context such as the historic evolution of the community, or it may be the location of an important historical event.

Another limitation of the context approach is that information is always being discovered, refined, and re-evaluated. As further information comes to light regarding a particular property type or context, periodic revision of that context is needed to ensure its continuing accuracy and relevance.

Despite the above potential limitations, however, historic contexts are seen as a primary component of long-range historic preservation planning. Over time, the continuing development of contexts and studies will establish a broad-based body of documented knowledge with which to identify preservation strategies and priorities. It is a highly effective tool for coordinated cultural resource management.

For further information on the use of historic contexts, see National Register Bulletin #15, "How to Apply the National Register Criteria for Evaluation," and Bulletin #16B, "How to Complete the National Register Multiple Property Documentation Form." For information on the requirements for a "fully developed" context, please refer to the Secretary of the Interior's Standards and Guidelines for Preservation Planning.

6. HISTORIC CONTEXT FRAMEWORK: An Overview

The purpose of the Historic Context Framework is to establish a base outline for categorizing Idaho's historic themes and relating those themes to historic sites. The intent is not to categorize history, but to help organize information about history in a manner that can be easily retrievable, useful to a broad range of user groups, and provide general guidance and coordination that will help in the identification and evaluation of historic sites.

A historic context is an organized body of information composed of three principal elements: (1) a theme or topic, (2) an established time period, and (3) a specific geographic area. The primary purpose of a historic context is to establish criteria in which to identify and evaluate specific property types which reflect

the subject of the context. In this way, consistent decision-making can occur based on solid data rather than conjecture.

It is important to point out that the following discussions of context themes and time periods include both archaeological and non-archaeological aspects. In other words, a context developed for the “Military” theme may be limited to historic archaeology for military sites, may be limited to above-ground historic sites, or may include both.

The major contextual THEMES in Idaho history are as follows. These are briefly described in the following section.

PREHISTORIC

Prehistoric archaeology (Chronological)

Paleo-Indian (13,000 B.C. - 6,000 B.C.)

Archaic (6,000 B.C. - A.D. 500)

Late Prehistoric (A.D. 500 - A.D. 1700)

Protohistoric (A.D. 1700 - A.D. 1805)

HISTORIC

Agriculture

Architecture

Commerce

Culture and Society

Ethnic Heritage

Exploration

Government/Politics

Industry, general

Military

Mining Industry

Native American tribal histories

Public Land Management/Conservation

Recreation/Tourism

Settlement

Timber Industry

Transportation

Other

Major TIME PERIODS in Idaho's history:

General Pre-history (13,000 B.C. to A.D. 1700)

Protohistoric (A.D. 1700 - 1805)

Native American History During Contact (1805-1870)

Exploration and Non-Native American Occupation (1805-1860)

Settlement and Territorial Development (1855-1890)

Early Statehood (1890-1904)

Beginning the New Century (1904-1920)

Interwar Years and the Great Depression (1920-1940)

World War II and the Pre-Modern Era (1940-1960)

Modern Period (1960-present)

Major GEOGRAPHIC REGIONS (This breakdown is intended to provide only a generalized grouping of information based on geographic context. Appropriate geographic boundaries or limits to historic studies will depend on the scope of the context, theme, etc. being studied):

Coeur d'Alene -- Kootenai

Clearwater -- Palouse -- Lower Salmon

Central Ranges

Southwest

Southcentral

Southeast

Historic context framework: THEMES (including historic archaeology).

The following are major historical themes important in Idaho's history. This list is not intended to be all-inclusive or absolute, but only to offer a general guideline for categorizing and organizing historic trends and events, as well as to provide a basis for evaluating and comparing similar resources. It is expected that the framework will be subject to continuous development, refinement, and revision over time.

PREHISTORIC ARCHAEOLOGY -- The study of prehistoric cultures through excavation and the analysis of physical evidence; the study of indigenous cultures before the advent of written records.

The geographic location of Idaho puts it at the nexus of several major cultural areas: the Great Basin, the Columbia Plateau, and the Great Plains. Various cultures over at least the past 12,000 years hunted

and gathered resources in the richly diverse environments found within the present boundaries of the state. The data at present indicate an early focus on large game animals that gave way to more generalized foraging until the adoption of the horse in the 18th century. Numerous potential archaeological research topics present themselves, including: problems related to the timing of the appearance of Numic-speaking peoples in southern Idaho; the role of anadromous fishes in the subsistence regimen of early people along the Snake River through time; the relationship of the western Archaic burial complex to the cultures of the Plateau and the prehistoric Midwest.

AGRICULTURE -- The process and technology of cultivating soil, producing crops, and raising livestock and plants.

Still at the core of Idaho's economy, agriculture has been at the center of the state's history from almost the beginning of white settlement. Included in this major category is the development of the Palouse in the north, the irrigated tracts of the Snake River plain, the dry-land farming of southeastern Idaho, and the sheep and cattle industry statewide. Farmsteads, homesteads, storage reservoirs and irrigation networks, crop development, crop storage and processing facilities, and other specific topics offer much potential for historic site recognition.

ARCHITECTURE -- The practical art of designing and constructing buildings and structures to serve human needs.

The most documented historic theme, in terms of the National Register and the historic sites inventory, is the study of architecture in Idaho. The study of architectural design can be approached in many ways, by particular architects and the buildings they designed, specific architectural styles such as Art Deco, building materials such as lava rock construction, barn and farmhouse designs, and so forth.

COMMERCE -- The business of trading goods, services, and commodities.

The physical vestiges of the history of commerce in Idaho are reflected in a very broad range of sites including commercial buildings, banks, retail stores, warehouses, homes of important entrepreneurs, and so on.

CULTURE AND SOCIETY -- The history of society and the lifeways of its social groups.

This very broad category is comprised of social history and movements, religion and religious group histories, the history of education in the state, arts and literature, and other activities.

ETHNIC HERITAGE -- The history of persons having a common ethnic or racial identity and/or definable cultural attributes.

Included within this broad category are the histories of African-Americans, Hispanic, Basque culture, Finnish settlements in Long Valley, Chinese in Idaho, Swedish settlements, Japanese-American culture, Native Americans (also comprising its own separate category), and other groups which have played a role in Idaho's development.

EXPLORATION -- The discovery and investigation of unknown or little-known regions.

The Lewis and Clark expedition, the discoveries of the fur trade era, and more contemporary events such as Limbert's 1920s explorations of Craters of the Moon offer many opportunities for historic site identification.

GOVERNMENT/POLITICS -- The enactment and administration of laws by which a nation, state, or other political jurisdiction is governed; activities related to political process.

Sites related to the history of government in Idaho are far-reaching, from the state capitol to county courthouses, city halls, homes of prominent politicians, and so forth. They offer a wide and interesting variety of cultural resources that reflect that history.

INDUSTRY, GENERAL -- The technology and process of managing materials, labor, and equipment to produce goods and services. [Excludes mining and timber which have their own categories].

Idaho is not an industrial state in comparison to many others, yet the state claims a wide range of sites reflecting industrial history such as dairy, manufacturing, grain mills, meat processing, paper production, stone quarries, machine shops, and high-technology industries such as the Idaho National Engineering and Environmental Laboratory (INEEL) facilities, and computer manufacturing.

MILITARY -- The system of defending the territory and sovereignty of a people.

From before the founding of U.S. Army Fort Boise in 1863 to the World War II sites at Mountain Home AFB, Farragut Naval Station, and the World War II and Cold War era with the INEEL, the military history of Idaho continues to be a major area of interest to the public. Although many sites have been identified, much needs to be done to further document this aspect of Idaho history.

MINING INDUSTRY -- The history, technology, and process of locating, extracting, processing, and refining metallic and non-metallic ores and minerals.

The state of Idaho has its roots in the discovery of gold and the development of mining. Placer sites, hardrock mining of precious metals; later exploitation of phosphates and molybdenum and other resources, as well as other mining activities, are reflected in numerous properties throughout the state. Although mining continues to decline as a major part of today's economy, the state is rich with hundreds of historic resources as tangible evidence of our mining heritage. Property types include mines, mills, flumes and hydraulic pits, traditionally defined "ghost towns," transportation networks, and others.

NATIVE AMERICANS -- The history and culture of persons having origins in any of the indigenous peoples of North America, including American Indian and American Eskimo cultural groups.

The area that is now Idaho was part of the traditional territories of no less than seven tribes: Northern Paiute, Western Shoshone, Northern Shoshone and Bannock, Nez Perce, Coeur d'Alene, Kootenai, and Kalispel. These diverse cultures existed for centuries prior to the incursion of Euroamerican explorers and settlers, and their rich history has often been neglected by traditional historians. Sites associated with tribal history and culture may include villages and campsites, traditional resource areas, ceremonial locations, trading centers, missions, Indian agency properties, and reservations.

PUBLIC LAND MANAGEMENT/CONSERVATION -- The history of the management and use of public lands and waterways; natural resource conservation and exploitation.

With approximately two-thirds of Idaho's land area managed by federal agencies, the histories of the Forest Service, Bureau of Land Management, Corps of Engineers, Bureau of Reclamation, and others are reflected in a multitude of historic sites. Fire lookouts, ranger stations, dams for water storage and hydropower generation, public irrigation networks, parks and wilderness areas, and recreational properties are but a few of the potential sites reflected in this theme.

RECREATION/TOURISM -- The development and practice of leisure activities for refreshment, diversion, amusement, or sport.

As early as the late nineteenth century, Idaho began developing a recreation and tourism industry which continues to grow in its overall economic impact on the state. Tourist courts, motels, campgrounds, outfitting and guide services, fishing lodges, dude ranches, and vaudeville and movie theaters are among many related historic sites in the state.

SETTLEMENT -- The establishment and earliest development of new settlements or communities.

From the Coeur d'Alene mission settlement at Cataldo, to the Mormon settlements at Fort Lemhi and Franklin, to speculative "new town" establishments such as New Plymouth and irrigation-based communities like Twin Falls, the early histories of Idaho's settlements are ripe for historic study. In general, cultural resources relating to the earliest settlement periods of a particular community tend to be rare, having been lost or altered by subsequent growth or outright abandonment.

TIMBER INDUSTRY -- The history, technology, and process of harvesting and manufacturing timber products.

From the earliest settlers who relied on timber simply for building materials and fuel, to the present reliance on national forests for a national and international commodity, the forest industry has played a major role in Idaho history. Forest management sites built by public agencies, private sector mills and other processing facilities, skid roads, logging camps, and others are among the many historic resources remaining to be identified and evaluated.

TRANSPORTATION -- The process and technology of conveying passengers or materials.

Essential to the history of any state and its people is the growth and development of transportation systems, networks, and facilities. Traditional Native American trails, emigrant trails, highways, grades, tunnels, bridges, pipelines, canals, airfields and terminals, shipping facilities, railroad lines, depots, and others offer a wide range of property types for identification and recognition.

OTHER

This category includes all other historic themes not covered above, relatively undocumented or underrepresented categories, or themes which have played a relatively minor role in Idaho's history. Included here are health and medicine, invention, communications, and others.

Historic context framework: TIME PERIODS (including historic archaeology).

The following are generalized major time periods in Idaho history which may be characterized by related historic events, movements, and general context. This organization is not intended to be a definitive or absolute categorization, but a general guideline to the major phases in the historic development of Idaho.

As with other aspects of the Historic Context Framework, this segment is intended only to offer a broad outline to assist users in identifying and defining historic studies to help establish useful temporal

limits and to provide an overall perspective to historic development.

GENERAL PREHISTORY (13,000 B.C. - A.D. 1700)

The area currently recognized as the State of Idaho may have been occupied as early as 15,000 years ago (13,000 B.C.) by hunters and gatherers who arrived in the New World via the Bering Strait land bridge. This period is marked by changes in adaptive strategies resulting from environmental fluctuations and availability of resources. These changes are identified through the study of cultural and ecological remains from archaeological deposits throughout Idaho. The end of this period is marked by the introduction of the horse and components of Plains culture and the repercussions of early EuroAmerican and Asian contact with surrounding areas.

PROTOHISTORIC (A.D. 1700 - 1805)

The introduction of the horse and other foreign cultural elements altered the traditional approaches to a hunter and gatherer lifestyle practiced by the early occupants of Idaho. A new focus on the exploitation of bison is an important component of this early contact period. Few sites associated with the protohistoric are identified in the currently known archaeological record. The close of this period occurs in 1805 with the first direct contact with EuroAmerican explorers.

NATIVE AMERICAN HISTORY DURING CONTACT (1805-1870)

A part of Idaho's past that has been largely neglected is the history of Native American peoples during the time of initial and continuing EuroAmerican contact. EuroAmerican entrance into Idaho resulted in a clash of cultures that forever changed the traditional lifestyles of Idaho's native peoples. Large segments of the Native American population were decimated by European diseases introduced by early explorers, trappers, and emigrants. EuroAmerican presence within tribal homelands dramatically increased with the fur trade, the establishment of missions, and Oregon Trail emigration. These activities also stimulated an intense exchange of cultural goods and information between EuroAmericans and native groups. Widespread Indian removal to established reservations toward the end of this period began a new era in tribal history.

EXPLORATION AND NON-NATIVE AMERICAN OCCUPATION (1805 - 1860)

This period is identified as the beginning of white exploration and exploitation of the region later to be known as Idaho. It begins with the Lewis and Clark Expedition, follows with the exploration and discoveries of the fur trade era, emigrant roads, routes and trails, the founding of early Indian missions,

earliest Idaho settlements, and so on. The period terminates with the year 1860, the discovery of gold and the beginning of the Civil War.

SETTLEMENT AND TERRITORIAL DEVELOPMENT (1855 - 1890)

Overlapping the previous time period, this era begins with initial Mormon settlements in eastern Idaho, the discovery of gold in 1860 and its rush, the establishment of Idaho as a Territory, boundary revisions, development of the mining industry and new ore discoveries, growth of agriculture, Native American conflict, treaties, and the establishment of reservations. This period ends with Idaho's admission to statehood in 1890.

EARLY STATEHOOD (1890 - 1904)

This period begins with admission to statehood and follows with the growth of mining and timber industries, homesteading and agricultural development, population growth, early irrigation developments, the beginning of large-scale irrigation networks, and growth and development in Snake River Plain. The period ends with the Carey Act of 1904 and its implications for state development.

BEGINNING THE NEW CENTURY (1904 - 1920)

This time frame begins with the impact of the Carey Act, Reclamation Act, and other irrigation/reclamation efforts and large-scale irrigation, and continues with the ensuing boom in agriculture and population growth, establishment of the national forest system and growth of the timber industry, progressive reform movement, and large-scale transportation and engineering achievements. The period ends with the close of World War I and the initial war recovery period.

INTERWAR YEARS AND THE GREAT DEPRESSION (1920 - 1940)

This period is characterized by the farm depression and onslaught of the Great Depression, the impact of New Deal programs on the state and its economy, the beginning of the age of the automobile, recreational development, and the looming specter of World War II.

WORLD WAR II AND THE PRE-MODERN ERA (1940 - 1960)

World War II and its impact on Idaho begins this period and is followed by post-war recovery and development efforts, major flood control and hydropower projects, establishment of the National

Reactor Testing Station (now INEEL), and the beginnings of the Cold War era.

MODERN PERIOD (1960 - present)

This period is characterized by increased urbanization and the trend away from rural economies, population increases and the growth of major cities, economic diversification, decline of the mining industry, growth and changes in the agriculture industry, development of new technologies and industries, and other activities.

EXISTING CONTEXT STUDIES (as of 2001).

The following thematic or regional studies are useful for identifying and evaluating other related but non-recorded sites. All are on file at the Idaho SHPO office. Although prepared in varying degrees of detail, each offers good background information to researchers interested in the particular topic. They are categorized below according to their principal area of emphasis -- however, it should be noted that many will overlap into other related categories.

The context studies are in the following forms:

NR = National Register thematic or district nomination

CXT = Fully developed context

RPT = Idaho Historic/Archaeological Inventory Report

MPDF = National Register Multiple Property nomination

ARCHAEOLOGY

Camas and Pole Creeks Archaeological District (NR)

Challis Archaeological Spring District (NR)

Chinese Sites in the Warren Mining District (MPDF)

Guffey Butte - Black Butte Archaeological District (NR)

Emigrant Trails of Southern Idaho (RPT)

Hells Canyon Archaeological District (NR)

Lolo Trail (NR)

Lower Salmon River Archaeological District (NR)

Nez Perce Snake River Archaeological District (NR)

AGRICULTURE

Buhl Dairy Barns (NR)

Rural Historic and Architectural Properties of Ada County (MPDF) (pending)

ARCHITECTURE

Tourtellotte and Hummel Architecture in Idaho (NR)

Finnish Log Structures in Long Valley (NR)

Lava Rock Structures in Southcentral Idaho (NR)

County Courthouses in Idaho, 1864-1940 (MPDF)

U.S. Post Offices in Idaho, 1900-1941 (MPDF)

Civilian Conservation Corps in Idaho, 1933-1942 (CXT)

Buhl Dairy Barns (NR)

Rural Historic and Architectural Properties of Ada County (MPDF) (pending)

COMMERCE

Saddles and Saddlemaking in Idaho (CXT)

Historic Resources of the City of Buhl (MPDF) (pending)

CULTURE AND SOCIETY

Public School Buildings in Idaho (MPDF)

Kootenai County Rural Schools (NR)

ENGINEERING

Pegram Truss Railroad Bridges of Idaho (MPDF)

Historic Highway Bridges of Idaho (CXT)

Historic Metal Truss Highway Bridges of Idaho (MPDF)

RECREATION/TOURISM

Recreational Development of Idaho's Backcountry (CXT)

MINING INDUSTRY

Idaho Metal Mining, 1860-1960 (CXT) (pending)

TRANSPORTATION

Emigrant Trails of Southern Idaho (RPT)

Historic Highway Bridges of Idaho (CXT) (to be revised 2002)

Owyhee County Transportation (CXT) (draft)

Elk City Wagon Road (MPDF)

OTHER

Historic Resources of Paris, Idaho (NR)

7. MAJOR LEGISLATION AFFECTING HISTORIC AND PREHISTORIC RESOURCES

The following is a brief summary of major federal and state legislation most commonly and currently used which affects historic and prehistoric sites. For further information, contact the Idaho State Historic Preservation Office.

FEDERAL

The National Historic Preservation Act of 1966 (as amended)

Provides for the National Register of Historic Places, administered under the Department of the Interior, National Park Service; National Historic Landmark program; establishes State Historic Preservation Offices in each state/territory; provides for system of matching grants for operation of SHPO activities; requires that federal agencies consult with SHPOs and Advisory Council on Historic Preservation when federal projects may affect historic resources; requires federal agencies to identify and register historic properties under their jurisdiction.

Archaeological Resources Protection Act of 1979

Prohibits excavation, removal, or damage to archaeological resources on federal or Indian lands without valid permit issued by landowning agency; establishes criteria for permit issuance; establishes ownership

of removed artifacts; establishes requirements to consult with appropriate tribes; prohibits sale, purchase, or exchange of artifacts illegally obtained under the Act; provides for criminal and civil penalties; directs federal land managers to promulgate appropriate rules and regulations to enforce the Act and to increase public awareness of significance of archaeological resources.

Tax Reform Act of 1986, as amended

Provides investment tax credits to owners of income-producing depreciable historic buildings who undertake a major rehabilitation project which meets the Secretary of the Interior's Standards for Rehabilitation. Provides for the certification of historic buildings and certification of projects by the National Park Service through the State Historic Preservation Office. The tax credit is based on 20% of the qualifying rehabilitation expenditures of a project which has to be completed within 24 months (or 5 years as provided under certain conditions). A 10% credit is available for similar projects not involving certified historic buildings.

Native American Graves Protection and Repatriation Act of 1990

Establishes ownership of Native American human remains and associated funerary objects; provides for excavation and removal of remains and objects; provides for notification procedures in the event of inadvertent discovery of human remains and objects and their disposition; provides for penalties for illegal trafficking in Native American human remains and cultural items; requires federal agencies and museums which possess or have control over human remains and objects to compile an inventory of such items, identify the geographical and cultural affiliation of such items, and prepare summaries of such holdings and collections; provides for the repatriation of such items to known lineal descendants or to the associated tribe; provides for scientific study of items; establishes a review committee to monitor and review implementation of the inventory, identification procedures, and repatriation; provides for penalties for noncompliance; authorizes grants to tribes and museums to implement the Act; authorizes appropriations.

Americans with Disabilities Act of 1990

Establishes requirements for physical accessibility to government agencies and private businesses for people with disabilities; allows certain flexibility to ADA handicap accessibility requirements when such means of accessibility would adversely affect significant characteristics of historic buildings.

OTHER FEDERAL

Antiquities Act of 1906

Historic Sites Act of 1935

Transportation Act of 1966
National Environmental Policy Act of 1969
Archaeological and Historic Preservation Act of 1974
Amtrak Improvement Act of 1974
Mining in the National Parks Act of 1976
Public Buildings Cooperative Use Act of 1976
Abandoned Shipwreck Act of 1987

STATE OF IDAHO

State Historical Society (Title 67, Chapter 41, Idaho Code)

Provides for the designation of historic sites; penalties for damage to archaeological or historical sites; requires permits for excavation; establishes requirements for and duties of Board of Trustees for Historical Society; specifies powers and duties of Board and Director; establishes historical society account; designates Pioneer Relic Hall.

Preservation of Historic Sites (Title 67, Chapter 46, Idaho Code)

Authorizes city and county governments to enact local historic preservation ordinances and establish preservation commissions; outlines duties of commissions; allows for design review authority in locally designated historic districts; provides for historic easements and designation as historic property; provides for penalties; provides exemption from health or building codes.

Protection of Graves (Title 27, Chapter 5, Idaho Code)

Prohibits the willful disturbance or destruction of human burials; prohibits possession of artifacts or human remains taken from a grave other than as authorized; provides for professional archaeological excavation.

Trespass and Malicious Injuries to Property (Title 18, Chapter 70, Idaho Code)

Specifies that damaging caves or caverns is unlawful; prohibits willful damage to archaeological sites associated with caves or caverns.

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9. GOALS AND OBJECTIVES

The following goals and objectives were developed both for SHPO programs and operations and also for incorporation into other private and public entity programs and projects. It is hoped that these broad goals will offer a general direction and serve as a coordination tool for others undertaking activities which may affect Idaho's historic resources.

It is also important to consider that most of these goals and objectives are appropriate at the state, regional, and local levels. Certified Local Governments, for example, can implement many of these items as part of their ongoing efforts. Other state and federal agencies are strongly encouraged to consider these when implementing their programs. Volunteer groups, university student projects, and others may also find guidance and suggestions.

GOAL 1. Conduct and maintain a comprehensive ongoing program to survey, inventory, and register Idaho's historic resources; ensure that the information compiled is sufficient to identify and, when applicable, to evaluate the significance of those resources.

Objectives

- 1.1 Encourage and cooperate with private individuals, organizations, local governments, tribes, and state and federal agencies to identify historic sites within their area of interest or jurisdiction.
- 1.2 Establish and use accepted professional survey standards and methodology to ensure that historic sites are adequately and consistently identified and recorded.
- 1.3 Ensure that documentation standards are consistently met for both reconnaissance- and intensive-level survey projects and products including site forms and reports.
- 1.4 Encourage the survey and registration of resources in rural areas of the state.
- 1.5 Prepare nominations of properties to the National Register of Historic Places; encourage other entities and individuals to nominate properties.

GOAL 2. Develop information about historic properties to a level sufficient to identify and evaluate their significance in an objective manner and to aid in the decision-making regarding their treatment.

Objectives

- 2.1 Establish a regular and ongoing effort to identify, develop, and use historic context studies consistent with the Context Framework established in the Plan.
- 2.2 Through the use of the Context Framework and context studies, identify information gaps which warrant priority development in order to target endangered or ignored property types.
- 2.3 Ensure that nominations of sites for the National Register of Historic Places are prepared in a professional manner and meet all appropriate documentation requirements.
- 2.4 Establish defined context development criteria to ensure that context studies and reports are consistent in quality and content regardless of origin.
- 2.5 Consult with tribes to better understand tribal perspectives on traditional use areas, landscape values, and other property types.

GOAL 3. Incorporate historic preservation concepts in program and project planning in both the private and public sectors at the local, state, and federal levels.

Objectives

- 3.1 Promote Sections 106 and 110 of the National Historic Preservation Act and the use of the review and comment process as an effective planning tool when dealing with historic properties which may be affected by federal projects.
- 3.2 Promote the Secretary's Standards for Historic Preservation Planning as an effective mechanism to incorporate cultural resource issues in local, state, and federal planning processes.
- 3.3 Encourage local governments to include cultural resources in their long-range planning efforts; provide technical assistance.
- 3.4 Encourage downtown rehabilitation efforts, recreation and tourism programs, rural development programs, and others to recognize and use historic preservation concepts and local historic resources as integral components of the programs.

GOAL 4. Take advantage of and promote the use of existing mechanisms and incentives to treat historic properties; investigate the feasibility of other new mechanisms and incentives.

Objectives

- 4.1 Promote the federal investment tax credit program for rehabilitating income-producing historic buildings; encourage, when applicable, the charitable donation provisions of the tax code for facade easements.
- 4.2 Educate the public and private sectors about the benefits and consequences of local historic designation and design review.
- 4.3 Encourage adoption and use of the *Uniform Code for Building Conservation* (UCBC) at the appropriate governmental levels.
- 4.4 Encourage the use of other state and federal programs for historic preservation projects whenever possible.
- 4.5 Encourage and support new legislation at the local, state, and national levels to enhance historic preservation programs when appropriate.

GOAL 5. Increase public awareness and knowledge of Idaho's historic resources and the opportunities that historic preservation offers our communities and state.

Objectives

- 5.1 Support and promote National Historic Preservation Week.
- 5.2 Support and promote Idaho Archaeology Week.
- 5.3 Encourage the preparation of publications dealing with Idaho's historic resources including context studies, survey data, and reports. Encourage widespread distribution of historic sites information when appropriate.
- 5.4 Conduct and support public education efforts in the form of workshops, lectures, class presentations, and so on.
- 5.5 Consult with tribes to better understand their perspective on tribal history and culture.
- 5.6 Encourage federal and state agencies to provide public interpretation of historic properties under their jurisdiction through the use of signs, kiosks, tours, brochures, booklets, and other publications and outreach programs.

GOAL 6. Ensure the widespread acceptance and use of established historic preservation techniques, standards, and guidelines in projects involving historic resources.

Objectives

- 6.1 Use the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation as the basis for all identification, evaluation, registration, and treatment activities.
- 6.2 Continue education efforts for public and private entities by conducting workshops and training sessions to the greatest extent possible.
- 6.3 Establish and expand a comprehensive technical information resource file to consolidate accepted historic preservation techniques for use by the general public, organizations, tribes, and government agencies.

GOAL 7. Ensure the efficient and effective management of historic sites information; ensure good public access to that information.

Objectives

- 7.1 Standardize historic site forms; encourage the use of SHPO forms for all major program areas where applicable.
- 7.2 Work with tribal cultural resource programs to facilitate exchange of information.
- 7.3 Investigate and pursue, if applicable, the conversion or cross-referencing of archaeological site files to historic site files while keeping sensitive locational information confidential.
- 7.4 Computerize the statewide historic/architectural inventory.
- 7.5 Solicit comments from data users to ensure appropriate information is available and in a usable format.

GOAL 8. Strive for broad and productive public participation and input in SHPO and other historic preservation activities.

Objectives

- 8.1 Increase the awareness of, and support for, historic preservation concepts among Idaho's elected officials.

8.2 Encourage tribal and public participation through public meetings whenever appropriate; establish regular methods to solicit public input to the SHPO preservation program; investigate public opinion surveys and questionnaire techniques.

GOAL 9. Encourage and support a broad historic preservation network in order to coordinate and cooperate with the identification and management of Idaho's historic resources.

Objectives

9.1 Support and assist private, non-profit preservation entities such as the Idaho Historic Preservation Council, National Trust for Historic Preservation, and the Idaho Heritage Trust.

9.2 Support and assist various constituency groups involved in historic preservation-related activities such as the Idaho Advisory Council of Professional Archaeologists, university programs, tribal organizations, minority groups, and others.

9.3 Continue cooperating with and assisting federal and state agencies in their activities which may impact Idaho's historic sites.

9.4 Continue active support of local historic preservation activities conducted by city and county governments; assist whenever possible.

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